



City of Seattle

Gregory J. Nickels, Mayor
Department of Planning and Development
D. M. Sugimura, Director

**CITY OF SEATTLE
ANALYSIS AND DECISION OF THE DIRECTOR
OF THE DEPARTMENT OF PLANNING AND DEVELOPMENT**

Application Number: 2402316

Applicant Name: GGLO Architects for Pryde-Johnson Urban Environments

Address of Proposal: 6600 Roosevelt Way NE

SUMMARY OF PROPOSED ACTION

Master Use Permit for future construction of 3 buildings; one 7 story building with 39,191 square foot multi-purpose convenience store below 169 residential units, two- 3 story buildings with a total of 32 residential units. Parking for 408 vehicles to be provided beneath the structures. Project includes demolition of 20,000 square foot store (QFC).¹

The following approvals are required:

Administrative Conditional Use – Chapter 23.46.006

SEPA - Environmental Determination - Chapter 25.05, Seattle Municipal Code (SMC)

Design Review, Chapter 23.41, Seattle Municipal Code (SMC) Development Standard
Departures from the Land Use Code are requested as follows:

1. Residential Lot Coverage above 13 feet (SMC 23.47.008D)
2. Building height (SMC 23.41.0012B12)
3. Structure width (SMC 23.45.011)

SEPA DETERMINATION: ☐ Exempt ☒ DNS ☐ MDNS ☐ EIS

☒ DNS with conditions

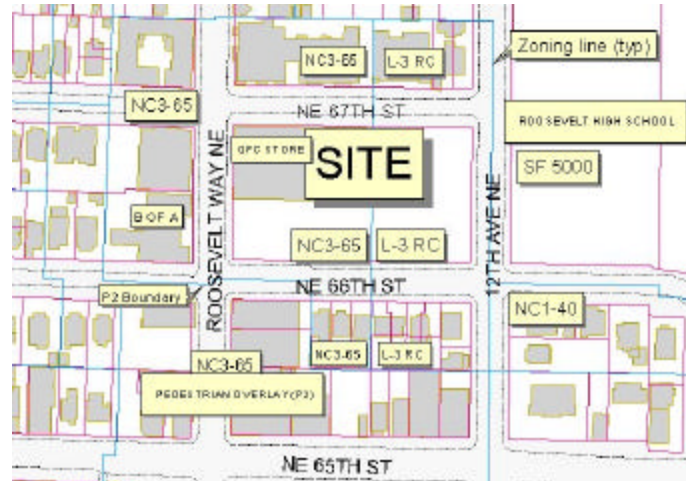
☐ DNS involving non-exempt grading, or demolition, or
involving another agency with jurisdiction.

¹Project originally noticed as; Master use permit for future construction of 3 buildings; one 7 story building with 44,500 square foot multi-purpose convenience store (QFC) below 165 residential units, one 4 story building with 21 residential units and one 3 story building with 21 residential units. Parking for 459 vehicles to be provided beneath the structures. Project includes demolition of 20,000 square foot store (QFC).

BACKGROUND DATA

Site and Vicinity Description

The 73,000 square foot site consists of a full block site bordered by Roosevelt Way NE, 12th Avenue NE, NE 66th Street and NE 67th Street. The site is split zoned, Neighborhood Commercial 3 with a 65 foot height limit (NC3-65) on the west 210 feet and Lowrise 3 with a Residential/Commercial overlay (L-3 /RC) on the east 105 feet. Overall the site dimensions are 204 feet by 360 feet. The site is located in the Roosevelt Commercial Core within the Roosevelt Urban Village and is also in the Station Overlay District. The proposed Sound Transit Link Light Rail is planned to operate along 8th Avenue NE or 12th Avenue NE with a station between NE 65th Street and NE 67th Street. The site is developed with 1-story Grocery Store (QFC) and a surface parking lot. The site slopes upward to the northeast with a rise of about 20 feet from the southwest to the northeast. There is no existing vegetation or trees on the site although, there are mature street trees along Roosevelt and two very large oak trees along NE 67th Street in the northeast portion of the site.



Surrounding zoning is best illustrated by the map above. Surrounding development to the west, across Roosevelt consists of a one-story bank building with a four story apartment abutting. Development to the north, across NE 67th Street, consists of a 6 -story and a 4-story apartment buildings and a 1 ½ story single family home at the corner of NE 67th and 12th Avenue NE. Development to the east consists of Roosevelt High School's athletic field abutting 12th Avenue NE. Development to the south consists of a mixture of residential and commercial structures varying from 1 ½ stories to 3 stories.

Project Description

The proposal is to construct a mixed use building consisting of a 39,191 square foot grocery store at ground level with 201 residential units on the remainder of the site and parking for 408 vehicles. The project consists of three building masses, a large building containing the grocery store and 169 residential units located on the NC2 portion of the site (western portion) and two smaller buildings containing 32 units on the L-3 portion of the site (eastern portion). The grocery store would have three pedestrian entries, at the corner of NE 66th and Roosevelt Way NE, within the parking garage and mid-block along NE 66th Street. One vehicular entry would access the below grade parking mid-block

along NE 66th Street and another entry would provide access to a circular drop off from NE 67th Street. Truck loading berths would be internal to the building and be accessed from NE 67th Street. Open space would be provided on above ground decks and private balconies for the NC2 building and within a ground level courtyard/decks for the L-3 zoned building.

Public Comment

Public notice was provided for the Early Design Guidance (EDG) Design Review meeting that was held by the Northeast Design Review Board on August 16, 2004.

The August EDG meeting was well attended with approximately 19 members of the public in attendance. Comments and/or concerns related to the following; location of vehicle access and how it impacts parking, traffic and circulation; location of the loading berth and how it will function; noise from the loading berth, trucks, and fork lifts; bulk and scale of the development especially on the east side; wants curbcuts minimized; does not want surface parking; wants good pedestrian scale and amenities; wants a lot of landscaping; wants the project to coordinate with Sound Transit; and fire access and safety.

Further notice and public comment opportunity was provided as required with the Master Use Permit application. Two written comments were received during the Master Use Permit comment period that ended on January 26, 2005. One letter, from Seattle Department of Transportation staff indicated that this site is identified as a site needed for Sound Transit's light rail system north link. Another letter asked that all buildings be setback from the street, limited to 4 stories and provide green space around the perimeters.

Public notice was provided for a Recommendation Design Review meeting that was held by the Design Review Board on December 5, 2005. Seven members of the public attended the recommendation meeting. Comments and concerns were raised about traffic and truck access /deliveries. A member of the Roosevelt Neighborhood Association spoke in favor of the project.

ANALYSIS – ADMINISTRATIVE CONDITIONAL USE

Section 23.46.006 of the Seattle Municipal Code provides that parking at or below grade accessory to nonresidential uses in adjacent commercial zones may be permitted as a conditional use. Subsection B of SMC 23.46.006 provides general conditional use criteria and subsection C of SMC 23.46.006 provides specific criteria related to at or below grade parking. The applicable criteria are stated below in italics and followed by analysis.

SMC 23.46.006B:

1. The use shall be determined not to be materially detrimental to the public welfare or injurious to property in the zone or vicinity in which the property is located.

Surface parking for the existing grocery store has continually existed in the residential zone since 1960. The parking was authorized when the site was zoned RS5000 through a conditional use permit (BN-4001 issued July 13, 1960). The subject site is a full block bordered by 60 foot right of ways on all sides. Considering the existing use of the site as parking and the separation of this site from other residential zones, the below grade parking proposed in the L3/RC portion of the site will not be materially detrimental to the public welfare or injurious to the property in the zone or vicinity.

2. In authorizing a conditional use, adverse impacts may be mitigated by imposing requirements or conditions deemed necessary for the protection of other properties in the zone or vicinity, and the public interest. The Director shall deny the conditional use if it is determined that adverse impacts cannot be satisfactorily mitigated.

No adverse impacts from the below grade parking have been identified; therefore none are proposed.

SMC 23.46.006C

1. The Director may authorize such parking if:

a. The proposed parking is necessary to meet parking requirements, or the proposed parking will be a shared parking facility;

The proposed project will provide a total of 408 parking spaces in 2 ½ levels of below grade parking. Parking provided for the grocery store use will be 143 spaces and for the residential use 265 spaces will be provided. The proposed parking will be a shared parking facility in that both the residential and non-residential use will utilize the same parking ramp (through the L-3/RC zone) and garage area.

b. The proposed parking is necessary to avoid increasing parking congestion in the adjacent commercial area;

Utilizing the entire site for below grade parking results in a more efficient parking garage and reduces the length of ramps needed to access the parking. The proposed parking scenario is a logical approach in that all the parking is below grade and localized on the proponents site. Concentrating the below grade parking on the NC3 portion of the site would be technically difficult and expensive because more than 2 ½ levels of below grade parking levels would be needed to supply a comparable quantity of parking spaces. Some customers may choose to park in the adjacent commercial area in order to avoid descending all the levels of below grade parking; thereby increasing parking congestion in the adjacent commercial area.

c. The proposed parking is necessary to avoid creation or worsening of excessive spillover parking in adjacent residential areas;

See b above.

d. Other parking options such as shared parking have been considered and found to be unavailable in the adjacent commercial zone; and

There are no large quantities of available parking in the area. Additionally, patrons of grocery stores typically will not walk to remote locations with groceries in tow. In this case, the site is bordered by 60 foot right of ways on all sides so any nearby shared parking options would be at least 60 feet away as compared to entering an elevator to descend to their vehicle.

- e. *The proposed parking does not encourage substantial traffic to pass through adjacent residential areas.*

The parking layout does not encourage traffic to pass through adjacent residential areas as compared to the alternative of providing all parking on the NC zoned portion.

DECISION- ADMINISTRATIVE CONDITIONAL USE

To allow parking access from NE 66th Street and NE 67th Street and below grade parking garage for a non-residential use is **Granted**.

ANALYSIS - DESIGN REVIEW

Early Design Guidance (EDG)

A Design Review Meeting was held on August 16, 2004 to provide early design guidance for this proposal. The Design Review Board members provided the siting and design guidance described below after visiting the site, considering the analysis of the site and context provided by the proponents and hearing public comment. The Design Guidelines of highest priority to this project are identified by letter and number below. The Design Review program and City-wide Guidelines are described in more detail in the City of Seattle's "*Design Review: Guidelines for Multifamily and Commercial Buildings*" and in the "*Roosevelt Neighborhood Design Guidelines*". The Roosevelt Neighborhood Design Guidelines are provided below in italics.

PRIORITIES:

A. Site Planning

A-1 Responding to Site Characteristics

The siting of buildings should respond to specific site conditions and opportunities such as non-rectangular lots, location on prominent intersections, unusual topography, significant vegetation and views or other natural features.

Minimizing shadow impacts along Roosevelt Way and NE 65th Street is especially important in the Roosevelt neighborhood. The siting, orientation, and overall massing of a structure should enhance solar exposure for the project and minimize shadow impacts onto adjacent public areas.

For NC-65' zones, a departure allowing greater height with greater upper level setbacks may be considered. This departure shall be limited to three additional feet in height.

A-2 Streetscape Compatibility

The siting of buildings should acknowledge and reinforce the existing desirable spatial characteristics of the right-of-way.

Commercial and Mixed-Use Developments

New developments should maintain the continuity of the existing street wall, especially within the Core Commercial Area. If the building street should vary from this due to required street dedications, design solutions such as those provided in the Roosevelt Design Guidelines document under A-2 should be considered.

Multi-family Developments in Lowrise Zones

Ground-related entries and private yards are encouraged for multi-family developments. Other features also encouraged include:

- *Private back yards;*
- *Parking behind structures; and*
- *Landscaping and driveway access to create buffers between multi-family development and single-family structures in Single-family zones.*

A-3 Entrances Visible from the Street

Entries should be clearly identifiable and visible from the street.

A-4 Human Activity

New development should be sited and designed to encourage human activity on the street.

A-7 Residential Open Space

Residential projects should be sited to maximize opportunities for creating usable, attractive, well-integrated open space

For mixed-use developments, provision of ground-related common open space areas in exchange for departures from appropriate development standards (e.g. maximum residential lot coverage) is encouraged.

Other desirable project-related open spaces include:

- *Terraces on sloping land;*
- *Courtyards;*
- *Front and/or rear yards; and*
- *Roof tops.*

A-8 Parking and Vehicle Access

Siting should minimize the impact of automobile parking and driveways on the pedestrian environment, adjacent properties and pedestrian safety.

Surface parking should be located at the rear of the project site. Where surface parking must be located to the side of structures, the following is recommended:

- *Place surface parking away from the corners of blocks fronting on Roosevelt Way NE and NE 65th.*
- *Limit the frontage or surface parking areas that face Roosevelt Way NE or NE 65th.*

Multi-purpose parking areas (parking as well as public open space) are encouraged. Examples include:

- *Urban plazas or pocket parks;*
- *Outdoor eating or vending areas;*
- *Places for neighborhood functions (carnivals, markets, rummage sales);*
- *Cultural events (outdoor theater, music);*
- *Recreational activities (basketball, tennis, children's play areas).*

Consider features and materials to treat public open spaces. Examples include: special paving treatments, art, fountains and seating; removable bollards and other elements that restrict auto access; lighting and siting considerations that minimize shadow impacts on the open space.

A-10 Corner Lots

Buildings on corner lots should be oriented to the corner and public street fronts.

Parking and automobile access should be located away from corners.

Special attention should be given to sites at or near "gateway" locations. Gateway features could include a variety of design elements that enhance these prominent neighborhood intersections, such as: special paving; art; water features; landscaping; seating; kiosks.

Gateways:

- *The area surrounding the intersection of Roosevelt Way NE and NE Ravenna Blvd.*
- *The area surrounding the intersection of Roosevelt Way NE and NE 75th*
- *The area surrounding the intersection of NE 65th and 8th Avenue NE*
- *The area surrounding the intersection of NE 65th and 15th Avenue NE*
- *The area surrounding the intersection of Roosevelt Way NE and NE 65th.*

The Board placed considerable importance on priorities A-1 and A-2 and wants to see more details on how the massing of the residential portion will be setback from the commercial base. The Board wants to see how the sculpting of the mass enhances solar exposure for the project and minimizes shadow impacts at street level. The Board recommended that the mass be

pushed towards the north and away from streets with a lot of pedestrian activity (especially Roosevelt). The Board also wants the design to erode the corners to respect the adjacent sites so that views and light and air provided by the street could be augmented.

The Board feels that this project must improve the pedestrian environment by providing human activity and amenities in the public and private realm. They suggested widening the sidewalk (not just public walk), providing landscaping, light and air at the sidewalk and active commercial spaces. With respect to the commercial space, the Board would like to see small satellite commercial spaces around the edges of the grocery store. Additionally, the Board would like to see some commercial on the east side of the development where the zoning is L-3/RC

The two large oak trees on the eastern portion of the site on NE 67th Street are significant. If these trees are to be removed, then the Board wants the design to include something comparable in their place.

The Board questioned whether the front of the project was on NE 66th Street or at the corner of NE 66th Street and Roosevelt Way NE. They felt it was important to clearly denote how the project met the sidewalk and where the commercial entries and residential entries were to be located, and how they will be denoted or marked. They suggested marking the vehicular entry with some special features to denote it as a primary vehicular access and soften its presence. Some feature that denotes this as the “front” of the project might be appropriate.

The Board wants to see how the parking entrance will be treated. The Board is pleased that the residential and commercial parking access is combined in that it minimizes curbcuts. However, the Board wants to know how this access will impact the pedestrian environment around the access since it's likely to be a busy vehicular corridor. Also, they want to ensure that the one point of access will function adequately with respect to traffic volumes and circulation. DPD suggested that a preliminary traffic analysis be performed to examine these issues, and any impacts affecting the design be reported at the next meeting.

The Board wants to know how the loading berth will be screened and how it will be treated. They were particularly concerned that the loading berth be designed to ensure that all maneuvering would occur on-site and not in the street right of way.

With respect to residential open space, the Board asked that the open space be broken up into useable spaces and try to site them so that they have southern exposures.

With respect to the corners of NE 66th Street and Roosevelt Way and NE 66th Street and 12th Avenue, the Board wants to see a special design response that takes advantage of the south facing exposure of these important pedestrian corridors.

B-1 Height, Bulk and Scale Compatibility

Projects should be compatible with the scale of development anticipated by the applicable Land Use Policies for the surrounding area and should be sited and designed to provide a sensitive transition to near-by, less-intensive zones. Projects on zone edges should be developed in a manner that creates a step in perceived height, bulk and scale between the anticipated development potential of the adjacent zones.

Zone Edges

Two zone edge conditions exist in the Roosevelt neighborhood. Please refer to Map 3: Transition Zone Locations on page 10 of the Roosevelt Design Guidelines to identify specific zone edge conditions that occur in the neighborhood.

Zone Edge Condition One: *Rear lot line of a commercially-zoned lot abuts the side or rear of a residentially-zoned lot. Examples of recommended design methods are listed on page 11 of the Roosevelt Design Guidelines.*

Zone Edge Condition Two: *An alley separates a commercially-zoned lot from the side or rear property line of a residentially-zoned lot. Examples of recommended design methods are listed on page 11 of the Roosevelt Design Guidelines*

The Board felt massing options A and B provided inappropriate bulk and scale on the east and north portion of the site (L-3 portion), particularly option B which was one large “E” shaped building. However, the Board favored some commercial frontage at the base on the eastside of the site near the corner of NE 66th Street and 12th Avenue NE. There is a less intense zone and less intense development across NE 66th Street and NE 67th Street on the eastside of the site that is zoned L-3/RC, so the design must be sensitive to this transition by reducing the perception of bulk and scale. There are no zone edge conditions as described on page 10 of the Roosevelt Design Guidelines except the zone change that is internal to the site.

Roosevelt High School’s athletic fields are currently across the street from the site on 12th Avenue NE; however, the High School has proposed a remodel. The Board was interested in how the Roosevelt High School site would be developed and what structure or use is proposed where the fields currently exist.

C. Architectural Elements and Materials

C-1 Architectural Context

New buildings proposed for existing neighborhoods with a well-defined and desirable character should be compatible with or complement the architectural character and siting pattern of neighboring buildings.

Traditional storefront designs are encouraged within the Roosevelt Commercial Core.

Longer commercial facades should be articulated into intervals that reflect Roosevelt’s historical scale and character. New buildings are encouraged to incorporate design elements, architectural details and materials in the façade at street level that are similar to noteworthy, adjacent buildings. Please see page 12 of the Roosevelt Design Guidelines for a complete list of suggested architectural features.

C-2 Architectural Concept and Consistency

Building design elements, details and massing should create a well-proportioned and unified building form and exhibit an overall architectural concept.

Building design elements, details and massing should create a well-proportioned and unified building form and exhibit an overall architectural concept.

Buildings should exhibit form and features identifying the functions within the building.

In general, the roofline or top of the structure should be clearly distinguished from its façade walls.

The following building components and design elements are important considerations in designing new commercial and mixed-use developments in Roosevelt's commercial core:

- *Multiple building entries;*
- *Courtyards;*
- *Building base; and*
- *Attractively designed alley-facing building facades.*

C-4 Exterior Finish materials.

Building exteriors should be constructed of durable and maintainable materials that are attractive even when viewed up close. Materials that have texture, pattern, or lend themselves to a high quality of detailing are encouraged.

The project will be large and massive; therefore, the Board wants to make sure the bulk and scale, at least the perception of bulk and scale is lessened by softening the façade. This can be achieved by use of an appropriate finish material together with appropriate articulation and design features/details. At the next meeting, the architect must present some potential materials and features that could soften the bulk and scale of this project.

The Board wants the architect to pay particular attention to the items listed in C-2; multiple building entries, courtyards and the building base. The Board likes the project images presented (sheet A04.05) depicting some examples of design features and details.

The Board wants the commercial spaces be sized to complement the traditional storefront in the neighborhood. They recognized that the grocery store space would be larger but the Board asked for satellite spaces around the edges so that the scale would be broken down

Design Review Board Recommendations

The applicant applied for the MUP (Master Use Permit) on December 2, 2004. After initial DPD design, zoning and SEPA review, the Design Review Board was reconvened on December 5, 2005 to review the project design and provide recommendations. The five Design Review Board members present considered the site and context, the previously identified design guideline priorities, and

reviewed the drawings presented by the applicant. The Board recommended conditional approval of the design including the departures.

The Board was generally satisfied with the design progression and how the design responded to past guidance. The Board discussed how the design of the building addressed the corner of NE 66th Street and Roosevelt Way NE; the elevations and material choice along 12th Avenue NE; the stair and elevator locations along the facades; the massing at the northeast corner of the larger building; the screening, landscaping, and façade treatment at the loading berth; the white colored stucco at the top and the departure requests.

The Board discussed the design response at the corner of NE 66th Street and Roosevelt Way NE specifically the building top at that corner. The Board had varying opinions of the appropriateness of the architecture and whether a stronger top to the building was desirable. As a result of the mixed opinion, the Board concluded that no recommendation should be made and that any refinements, if desired, should be made at the discretion of the project architect.

With respect to the two residential buildings, the Board felt that the design of the brick facades along NE 66th Street and NE 67th Street addressed those streets appropriately, but raised concern about how the buildings addressed 12th Avenue NE and its relationship to Roosevelt High School. The Board recommended that the 12th Avenue NE façade be refined to be a more prominent façade in that 12th Avenue is an arterial street with a high volume of pedestrian and vehicle traffic. The Board wants to see the finish material (brick and metal siding) and rhythm or *parti* proposed on the north and south facades continued on the 12th Avenue elevation. The Board indicated that they would grant departures, if necessary, to get a more dominant façade along 12th Avenue NE. and that the architect should work with DPD on this detail.

The Board thought that the location of the stair towers on the residential floors ringing the outside edge of the buildings made the facades less appealing. The design has successfully eroded the corners of the large building but the protruding stair tower diminishes these efforts and disrupts the rhythm of windows and bays. The Board identified five locations where the stairs should be internal to the building instead of external and one location where the mass of the building should be setback from the property line and aligned with the other bays. On the large mixed use building at the residential floor level the design shows four protruding bays along the north elevation, three which are about 3 feet from the north property line and one at the property line. The Board recommended that the bay (the most easterly bay) be setback more from the property line.

The Board raised concerns about the function of the loading berth and the screening and landscaping proposed at this location. The Board recommended that the landscaping and screening features including street trees and the landscaping be retained in the final design so that the loading berth is adequately screened from the residential neighbors to the north. The Board also recommended that the spandrel glass proposed at the loading berth be retained in the final design so that noise and odor impacts are mitigated.

The Board recommended that the architect explore other lighter colored shades as compared to the pure white for the stucco proposed on the upper floors in that they felt the presented color might make the building more visible which is not the intent. The Board suggested a richer tone or hue.

The Board felt there were several important features and elements of the design that must be retained in the final design and ultimately present at the completion of the project; curb bulbs, water feature along Roosevelt Way NE, the seating walls, paving material, landscaping (as depicted on presentation sheet A05.00) and same finish materials and *parti* as presented.

Departure from Development Standards

The applicant requested departures from the following Land Use Code development standards:

<i>Requirement</i>	<i>Proposed</i>	<i>Board Recommendations & Comments</i>
SMC 23.47.008D Residential Lot Coverage above 13 feet shall be limited to 64% of lot area or 27,496 square feet	68% of lot area or 29,506 square feet (exceeds allowed by 2,010 square feet)	The Board recommended conditional approval in that the project design successfully erodes the mass of this large building at the corners and provides setbacks at the ground level and on the upper floors from Roosevelt Way NE and NE 66 th Street (A-1 Site Planning and B-1 Height, Bulk and Scale). The project will likely be conditioned by DPD to provide more setbacks on the upper floors by internalizing the stair towers as recommended by the Board.
SMC 23.41.0012B12 Building height may be granted up to an additional three feet within the Roosevelt Commercial Core for properties zoned NC3-65.	3 feet at the southwestern edge of the site	See above
SMC 23.45.011 Structure width with modulation- 75 feet. Structure depth -96.5 feet	The current design is compliant; however, to meet the Board's recommendation a future departure could be granted.	The Board recommended approval in order to create a stronger façade along 12 th Avenue NE.

Recommended Conditions

1. Design a more dominant or stronger façade along 12th Avenue NE so that a more definitive edge is created. Use the same *parti* that is used on the north and south facades of the two buildings. Work with DPD to achieve this goal (C-1 Architectural Context C-2 Architectural Concept and Consistency)
2. Design the stair towers (at 5 locations) so that they are internal to the floor plan on the residential floors levels. (C-1 Architectural Context C-2 Architectural Concept and Consistency)
3. On the large mixed use building at the residential floor level the design shows four protruding bays along the north elevation, three which are about 3 feet from the north property line and one at the property line. The Board recommended that the bay (the most easterly bay) be setback from the property line. (C-1 Architectural Context C-2 Architectural Concept and Consistency)
4. Retain the landscaping and screening proposed at the loading berth including the spandrel glass, street trees and site landscaping. (A-5 Respect for Adjacent Sites D-6 Screening of Dumpsters, Utilities and Service Areas E-2 Landscaping to Enhance the Building and/or Site)
5. Explore other shades of white or lighter colors on the top floors. (C-1 Architectural Context C-2 Architectural Concept and Consistency)
6. Retain the following features and elements in the final design; curb bulbs, water feature along Roosevelt Way NE, the seat walls, special paving material, landscaping (see A05.00) and same finish materials and *parti* as presented.

DECISION - DESIGN REVIEW

The proposed design is **CONDITIONALLY APPROVED**.

CONDITIONS

Design Review conditions are listed at the end of this report.

ANALYSIS - SEPA

The initial disclosure of the potential impacts from this project was made in the environmental checklist submitted by the applicant dated November 12, 2004 and annotated by the Department. The information in the checklist, supplemental information provided by the applicant, project plans, and the experience of the lead agency with review of similar projects form the basis for this analysis and decision.

The SEPA Overview Policy (SMC 23.05.665) discusses the relationship between the City's code/policies and environmental review. The Overview Policy states, in part, "Where City regulations have been adopted to address an environmental impact; it shall be presumed that such regulations are adequate to achieve sufficient mitigation subject to some limitation". The Overview Policy in SMC 23.05.665 D1-7, states that in limited circumstances it may be appropriate to deny or mitigate a project based on adverse environmental impacts.

The policies for specific elements of the environment (SMC 25.05.675) describe the relationship with the Overview Policy and indicate when the Overview Policy is applicable. Not all elements of the environment are subject to the Overview Policy (e.g., Traffic and Transportation, Plants and Animals and Shadows on Open Spaces). A detailed discussion of some of the specific elements of the environment and potential impacts is appropriate.

Short-term Impacts

The following temporary or construction-related impacts are expected; decreased air quality due to suspended particulates from demolition and building activities and hydrocarbon emissions from construction vehicles and equipment; temporary soil erosion; increased dust caused by drying mud tracked onto streets during construction activities; increased traffic and demand for parking from construction equipment and personnel; increased noise; and consumption of renewable and non-renewable resources.

Several adopted codes and/or ordinances provide mitigation for some of the identified impacts. The Stormwater, Grading and Drainage Control Code regulates site excavation for foundation purposes and requires that soil erosion control techniques be initiated for the duration of construction. Puget Sound Clean Air Agency (PSCAA) regulations require control of fugitive dust to protect air quality. The Building Code provides for construction measures in general. Finally, the Noise Ordinance regulates the time and amount of construction noise that is permitted in the City.

Most short-term impacts are expected to be minor. Compliance with the above applicable codes and ordinances will reduce or eliminate most adverse short-term impacts to the environment. However, impacts associated with air quality, noise, construction traffic and parking warrant further discussion.

Air Quality

The Puget Sound Clean Air Agency (PSCAA) regulations require control of fugitive dust to protect air quality and will require permits for removal of asbestos (if any) during demolition. The owner and/or responsible party (ies) are required to comply with the PSCAA rules pertaining to demolition of projects with or without asbestos. This will ensure proper handling and disposal of asbestos, as well as demolition of structures without asbestos. No further SEPA conditioning is necessary.

Noise

The project is expected to generate loud noise during demolition, grading and construction. These impacts would be especially adverse in the early morning, in the evening, and on weekends. The surrounding properties are developed with residential uses and will be impacted by construction noise. The protection levels of the Noise Ordinance are considered inadequate for the potential noise impacts on nearby residential uses. Pursuant to SEPA authority, the applicant will be required to limit periods of construction to between the hours of 7:30 AM to 6:00 PM on non-holiday weekdays. To shorten the overall construction time frame, construction will be allowed on Saturday between the hours of 9:00 AM and 6:00 PM on a contingent basis. Allowing Saturday construction activity will be contingent on

an approved mitigation program for the duration of construction. A mitigation program proposal must be submitted by the responsible party and approved by DPD. The program elements must consist of the following:

- Construction activities which generate the loudest noise shall be performed during the weekday hours. Identification of the type of construction activity that will occur between the hours of 9:00 AM to 6:00 PM on Saturday need to be disclosed. No work, deliveries or otherwise will be allowed outside of the Saturday hours.
- Commitments and proposals to prohibit back-up alarms on vehicles and equipment, utilization of sound buffering or barrier devices, utilization of construction equipment that generate lower noise decibels or utilization by other means to mitigate noise.
- Creation of a procedure for hearing neighbor complaints and concerns (monthly meeting, door to door canvassing, etc.), providing affected neighbors with a construction schedule in advance of such work, and providing available project contact persons at the site and by phone during construction hours.
- The approved plan shall be available or posted at the site for the duration of construction.

DPD may disallow Saturday construction if the mitigation program is not followed and/or public complaints warrant such prohibition. No further conditioning is necessary pursuant to SEPA Construction Impacts Policy (SMC 25.05.675 B).

Traffic and Circulation

Site preparation would involve removal of the existing building, asphalt pavement and excavation for the foundation of the proposed building. Approximately 65,000 cubic yards of material would be excavated and removed from the site. It is expected that truck/trailer combination units would be used for this haul, and each can carry about 24 cubic yards of material. Therefore, the excavation would generate about 2,708 truck loads of material. It is estimated that this would occur over a 40-day period resulting in an average of about 68 truck loads per day.

Existing City code, Regulating the Kind and Classes of Traffic on Certain Streets (SMC 11.62) designates certain times of day when truck traffic is allowed on certain streets and designates major truck streets which must be used for hauling and otherwise regulates truck traffic in the city. All of the streets between the closest Interstate 5 freeway ramps serving the site and the site are arterials. These streets have the capacity—particularly during the off-peak hours when most hauling would occur—to accommodate the truck traffic generated by the project.

Traffic control would be regulated through the City's street use permit system, and a requirement for the contractor to meet all City regulations pertaining to the same. Temporary sidewalk or lane closures may be required during construction. Any temporary closures of sidewalks would require the diversion of pedestrians to other sidewalks. The timing and duration of these closures would be coordinated with SDOT to ensure minimal disruptions.

Compliance with Seattle's Street Use Ordinance administered by Seattle Department of Transportation (SDOT) is expected to mitigate any adverse impacts to traffic which would be generated during construction of this proposal and no further conditioning is necessary.

Construction Worker Parking

It is expected that there would be an average of 50 construction workers at the site per day and a peak of 120 construction workers. Parking along streets in the vicinity is not in abundance and the demand for parking by construction workers during construction could reduce the supply of parking in the vicinity. Some workers will carpool or bus into work and this type of mode should be encouraged. However, the workers could utilize on-street parking and exacerbate the demand for parking in the immediate vicinity. This temporary demand on the on-street parking in the vicinity due to construction workers' vehicles may be adverse. In order to minimize adverse impacts, construction workers will be required to park in the below grade garage as soon as it is constructed for the duration of construction, make efforts to carpool or utilize off-street parking lots. The authority to impose this condition is found in Section 25.05.675B2g of the Seattle SEPA Ordinance.

Long-term Impacts

Long-term or use-related impacts are also anticipated as a result of approval of this proposal including: increased bulk and scale on the site; increased traffic in the area and increased demand for parking; increased demand for public services and utilities; and increased light and glare.

Several adopted City codes and/or ordinances provide mitigation for some of the identified impacts. Specifically these are: the Stormwater, Grading and Drainage Control Code which requires on site detention of stormwater with provisions for controlled tightline release to an approved outlet and may require additional design elements to prevent isolated flooding; the City Energy Code which will require insulation for outside walls and energy efficient windows; and the Land Use Code which controls site coverage, setbacks, building height and use and contains other development and use regulations to assure compatible development. Compliance with these applicable codes and ordinances is adequate to achieve sufficient mitigation of most long term long term impacts, although some impacts warrant further discussion.

Height, Bulk and Scale

The SEPA Height, Bulk and Scale Policy (Section 25.06.675.G., SMC) states that *"the height, bulk and scale of development projects should be reasonably compatible with the general character of development anticipated by the goals and policies set forth in Section B of the land use element of the Seattle Comprehensive Plan regarding Land Use Categories, ...and to provide for a reasonable transition between areas of less intensive zoning and more intensive zoning."*

The proposed 6-story building will be located in a Neighborhood Commercial 3 with a 65 foot height limit (NC3-65) on the west side of the site. Zoning to the north, west and south on the west side of the site is zoned NC3-65 also so this project is expected to be compatible with future development at those surrounding sites. The proposed 3 story buildings will be located in an L-3/RC zone on the east side of the site. Zoning to the north and south is also zoned L-3/RC and this project is expected to be compatible with future development at those surrounding sites. Zoning to the east, across 12th Avenue NE, is Single Family 5000 and is developed with Roosevelt High School.

The subject site is bordered by 60 foot right of ways on all sides so there is some transition from this project to surrounding properties. The less intense SF5000 zone is located across 12th Avenue NE but the property is developed with a school and is proposed to be a future parking lot.

In addition, the SEPA Height, Bulk and Scale Policy states that *“(a) project that is approved pursuant to the Design Review Process shall be presumed to comply with these Height, Bulk and Scale policies. This presumption may be rebutted only by clear and convincing evidence that height, bulk and scale impacts documented through environmental review have not been adequately mitigated.”*

The proposal was reviewed and approved through the Design Review process and conforms to the Citywide Design Guidelines. Design details, colors, landscaping and finish materials will contribute towards mitigating the perception of height, bulk and scale in that these elements will break down the overall scale of the buildings. No further mitigation of height, bulk and scale impacts is warranted pursuant to SEPA policy (SMC 25.06.675.G.).

Traffic

The applicant submitted a Traffic and Parking Impact Analysis dated November 10, 2005 and a revised analysis dated January 26, 2006 which supersedes the 2005 analysis, both prepared by Heffron Transportation, Inc. The Traffic and Parking Impact Analysis is summarized in this document; the full report is available in the Master Use Permit file at DPD. The analysis examines the existing conditions in the site vicinity, presents estimates of project-related changes to local traffic, and evaluates the anticipated impacts to the surrounding transportation system including transit, parking, and pedestrian facilities.

King County Metro Transit provides bus service to the site. Excellent service exists between the site and Downtown Seattle, the University District, Green lake, Ravenna, Maple Leaf and Northgate. Two bus routes have stops within one block of the site; seven routes have stops nearby on NE 65th Street at 15th Avenue NE.

Sound Transit's long-range plan for the proposed North Link of the light rail system includes a station in the Roosevelt Neighborhood Commercial Center. The system tunnel is proposed to run north and south under the east end of the subject site, with an underground station platform planned for the east end of the subject site. Station entrances would be located on block corners on 12th Avenue NE, south of NE 66th Street and south of NE 67th Street (Roosevelt Station Preliminary Design, April 2005). The North Link is still in the planning and environmental review stages, and the probability of using the subject site for a station is still in question in that funding has not been proposed or approved, and property acquisition has not begun.

It was determined that the study intersections include the following intersections;

- Roosevelt Way NE/NE 65th Street
- Roosevelt Way NE/NE 66th Street
- Roosevelt Way NE/NE 67th Street
- 12th Avenue NE/ NE 65th Street

- 12th Avenue NE/ NE 66th Street
- 12th Avenue NE/ NE 67th Street

Trip generation for this project was determined using rates and equations in *Trip Generation* (Institute of Transportation Engineers [ITE], 7th Edition, 2003) based on the types of uses proposed (apartments-land use code 220 and supermarket – land use code 850). The rates and equations in ITE's *Trip Generation* are often based on studies of suburban land uses. As a result, these trip generation rates generally reflect the suburban trend of automobile use. However, the proposed project would be located in an urban setting, where transit and non-motorized modes of travel are more common.

As recommended in *Trip Generation*, the ITE trip generation rates have been adjusted to reflect the higher level of transit and non-automobile mode use. To do this, the total number of “person trips” that the project would generate was determined using trip rates and average-vehicle-occupancy (AVO) rates for each land use as described in *Trip Generation*. Person trips were then separated by mode of travel including: automobile, bus, walk and bike. Mode-of-travel rates for this project were derived from Puget Sound Regional Council (PSRC) mode-share data for residential uses in the Roosevelt neighborhood area. Finally, person trips made by automobile were converted into vehicle trips based on the AVO rates derived from ITE and PSRC data.

The net change in vehicle trips within the site vicinity is calculated as the difference between existing and proposed conditions. The project would result in a net increase of 1896 trips per day, 203 trips during the AM peak hour and 237 trips during the PM peak hour.

The vehicle trips were then distributed and assigned to each study intersection to determine how each study intersection would operate with and with out the project in 2008. The following table describes these estimates:

Intersection	Year 2008 Without Project		Year 2008 With Project	
	LOS ¹	Delay ²	LOS ¹	Delay ²
PM Peak Hour – Signalized				
Roosevelt Way NE/NE 65 th Street	D	44.0	D	52.1
12 th Avenue NE/NE 65 th Street	C	25.3	C	27.0
PM Peak Hour – Unsignalized				
Roosevelt Way NE/NE 66 th Street	E	47.6	F	95.3
Roosevelt Way NE/NE 67 th Street	E	36.8	E	38.6
12 th Avenue NE/NE 66 th Street	D	27.0	E	50.0
12 th Avenue NE/NE 67 th Street	B	12.8	B	12.9
AM Peak Hour – Signalized				
Roosevelt Way NE/NE 65 th Street	C	26.2	C	26.4
AM Peak Hour – Unsignalized				
Roosevelt Way NE/NE 66 th Street	C	22.4	C	24.8

Source: Heffron Transportation, October 2005. All levels of service reflect the HCM methodology from the Synchro software.

1. *Level of service.*
2. *Average seconds of delay per vehicle.*

The level of service analysis shows that the proposed project would add some delay to the study area intersections. One movement of one intersection would degrade to LOS F with the addition of project traffic. Delay for the westbound left/through movement at Roosevelt Way NE/NE 66th Street increases, resulting in an LOS F for that movement. Because Roosevelt Way NE is one-way in the southbound direction, the left turn movement from westbound NE 66th Street would be similar to a right turn movement on a typical two-way street. The more difficult movement to make is the crossing movement across Roosevelt Way since a motorist must find a gap in all lanes of traffic. There are only a few crossing maneuvers at this intersection, but they do degrade operations for the easier left-turn movement. The other movements at that intersection would operate at acceptable levels. The southbound movement, with 91% of the traffic at this intersection, would operate at LOS A.

Because the vehicles are turning onto a one-way street, providing more than one lane of traffic on NE 66th Street would not improve the level of service. Traffic operations at the intersection were simulated using the SimTraffic model. This shows that queues would form on NE 66th Street once traffic on Roosevelt Way NE queues past the intersection. However, the queue would clear once there is space on Roosevelt in which to turn. The model does not account for the fact that vehicles are often allowed to cut into a stopped or slow-rolling queue. No mitigation is recommended for this intersection.

The intersection of 12th Avenue NE/NE 66th Street would also degrade from LOS D to LOS E with the addition of project traffic. This level of service does not account for gaps in traffic that will be created by the upstream signal at NE 65th Street. When that light turns red to through traffic, vehicles will be able to easily turn onto 12th Avenue NE. Therefore, no mitigation is recommended for this location.

Trip generation calculations for the proposed project driveways determined that the project would generate 241 driveway trips during the AM peak hour (123 enter and 118 exit) and 486 trips during the PM peak hour (260 enter and 226 exit). These trips can easily be accommodated by the two new driveways, which would both operate at LOS B or better for all movements.

Recent accident records were reviewed at study intersections to document existing traffic safety issues. The analysis found that no study intersections are classified as high accident intersections and that project trips would not change this assessment. However, the analysis identified one potential concern related to existing sight distance and on-street parking spaces on Roosevelt Way NE just north of NE 66th Street. The two on-street spaces along the eastern curb closest to NE 66th may impede drivers' ability to see oncoming traffic. In light of that, the analysis recommended that those two spaces be removed, and replaced by two new spaces immediately to the north. The two new spaces would be located where the existing driveway now sits, since that driveway will be closed. To improve visibility, the project will be conditioned to remove two on-street parking spaces along the eastern curb closest to NE 66th Street.

The proposed project's loading dock access would be located along the western half of NE 67th Street, with two docks for medium or small trucks located to the west end of the dock and a maneuvering hammerhead and trash access located to the east end of the dock. All trucks would access the loading area by traveling southbound on Roosevelt Way NE and turning left onto NE 67th Street, then pulling into the loading dock and backing into the loading bay. The owner/landlord will limit deliveries to small and medium sized trucks (up to 44-feet long) in order to facilitate maneuvering of trucks inside the building. No parking is allowed on the south curb of NE 67th Street, which will assist truck drivers when maneuvering in and out of the dock.

It is possible that one or two parking spaces on the north curb will need to be removed to allow for truck backing maneuvers. A condition will be imposed that all truck maneuvering must be provided on site. Additionally, a condition to require large trucks to enter the truck loading area on NE 67th Street from Roosevelt Way NE and exit to 12th Avenue NE so that they are properly oriented to back into the loading dock will be imposed.

Parking

The applicant submitted a Traffic and Parking Impact Analysis prepared by Heffron Transportation, Inc. as referenced under the Traffic section of this document.

The proposed project would include about 402 parking spaces with 46 spaces at an intermediate below grade level for retail use and the remaining 356 spaces in two levels of underground parking. Level P-1 (the first below-grade level) would have 173 spaces and Level P-2 would have 183 spaces. Parts of Level P-2 would be secured parking for residents of the building. The remaining part of Level P-2 and all of P-1 would be parking for supermarket employees, shoppers, and unsecured residential parking.

Parking demand for the proposed redevelopment of the site was determined from rates and equations in *Parking Generation* (ITE, 3rd Edition, 2004). Equations listed for supermarkets in a suburban location were used for this analysis since the average size of the supermarkets studies (35,000 gsf) is closer to the size of the proposed supermarket than the rates listed for "supermarkets in an urban location." The parking values derived from the ITE data were then reduced to account for the percentage of walk-in and internal trips described previously in the *Trip Generation* section. The table below shows base and adjusted peak parking demand for the apartment and supermarket uses.

Peak Parking Demand by Land Use – Weekday and Saturday

Land Use	Base Parking Demand		Adjusted for Walk Trips ¹		Adjusted for Internal Capture ²	
	Weekday	Saturday	Weekday	Saturday	Weekday	Saturday
Supermarket ³	180	206	171	196	158	181
Apartment ⁴	182	205	182	205	182	205
Total	362 ⁵	411	353 ⁵	401	340 ⁵	386

Source: Heffron Transportation, October 2005

1. Walk adjustment only applied for grocery store trips. Apartment dwellers' vehicles would remain on-site if they used transit or walked to an off-site destination.

2. *Based on values shown in Table 7 above. Apartment dwellers' vehicles would remain on-site if they made an internal trip to the store.*
3. *Based on ITE's Parking Generation Land Use #850.*
4. *Based on ITE's Parking Generation Land Use #221, Urban. No specific data are provided for Land Use #220.*
5. *Weekday peak parking for the two land uses would likely occur at different hours. Supermarket peak demand tends to occur between 12:00 and 4:00 P.M. on weekdays (Parking Generation, Page 205); residential land uses experience peak parking demand in the evenings and on weekends.*

As shown above, the combined peak demand of the supermarket and residential uses is expected to be 386 spaces on a Saturday. This assumes concurrent peak in demand for the two land uses, which would only occur during a few hours on a Saturday. The project would provide 402 off-street parking spaces; therefore, sufficient parking would be supplied to meet peak demand and no SEPA conditioning is required.

Other Impacts

The other impacts such as but not limited to, increased ambient noise, and increased demand on public services and utilities are mitigated by codes and are not sufficiently adverse to warrant further mitigation by condition.

DECISION - SEPA

This decision was made after review by the responsible official on behalf of the lead agency of a completed environmental checklist and other information on file with the responsible department. This constitutes the Threshold Determination and form. The intent of this declaration is to satisfy the requirements of the State Environmental Policy Act (RCW 43.21C), including the requirement to inform the public agency decisions pursuant to SEPA.

- [X] Determination of Non-Significance. This proposal has been determined to not have a significant adverse impact upon the environment. An EIS is not required under RCW 43.21C.030 2c.
- [] Determination of Significance. This proposal has or may have a significant adverse impact upon the environment. An EIS is required under RCW 43.21C.030 2C.

CONDITIONS - DESIGN REVIEW

Prior to Issuance of Master Use Permit

Revise or note on the MUP drawings to document compliance with the following:

7. Design a more dominant or stronger façade along 12th Avenue NE so that a more definitive edge is created. Use the same *parti* that is used on the north and south facades of the two buildings. Work with DPD to achieve this goal (C-1 Architectural Context C-2 Architectural Concept and Consistency)
8. Design the stair towers (at 5 locations) so that they are internal to the floor plan on the residential floors levels. (C-1 Architectural Context C-2 Architectural Concept and Consistency)

9. On the large mixed use building at the residential floor level the design shows four protruding bays along the north elevation, three which are about 3 feet from the north property line and one at the property line. The Board recommended that the bay (the most easterly bay) be setback from the property line. (C-1 Architectural Context C-2 Architectural Concept and Consistency)
10. Retain the landscaping and screening proposed at the loading berth including the spandrel glass, street trees and site landscaping. (A-5 Respect for Adjacent Sites D-6 Screening of Dumpsters, Utilities and Service Areas E-2 Landscaping to Enhance the Building and/or Site)
11. Explore other shades of white or lighter colors on the top floors. (C-1 Architectural Context C-2 Architectural Concept and Consistency)
12. Retain the following features and elements in the final design; curb bulbs, water feature along Roosevelt Way NE, the seat walls, special paving material, landscaping (see A05.00) and same finish materials and *parti* as presented.

NON-APPEALABLE CONDITIONS - DESIGN REVIEW

During Construction

1. All changes to approved plans with respect to the exterior façade of the building and landscaping on site and in the right of way must be reviewed by a Land Use Planner prior to proceeding with any proposed changes.

Prior to Issuance of Certificate of Occupancy

2. Compliance with the approved design features and elements, including exterior materials, roof pitches, façade colors, landscaping and right of way improvements, shall be verified by the DPD Land Use Planner assigned to this project (Jess Harris- 206-684-7744) or by a Land Use Planner Supervisor (Jerry Suder- 386-4069). Inspection appointments must be made at least 3 working days in advance of the inspection.

CONDITIONS SEPA

Prior to Issuance of the Construction Permit

1. To mitigate noise, a draft mitigation program proposal must be submitted by the responsible party(ies) and approved by DPD. A final mitigation program must be approved prior to commencement of work. The program elements must consist of the following:
 - Construction activities which generate the loudest noise shall be performed during the non-holiday weekday hours. Identification of the type of construction activity that will occur between the hours of 9:00 AM to 6:00 PM on Saturday need to be disclosed. No work, deliveries or otherwise will be allowed outside of the Saturday hours.
 - Commitments and proposals to prohibit back-up alarms on vehicles and equipment, utilization of sound buffering or barrier devices, utilization of construction equipment that generate lower noise decibels or utilization by other means to mitigate noise.
 - Creation of a procedure for hearing neighbor complaints and concerns (monthly meeting, door to door canvassing, etc.), providing affected neighbors with a construction schedule in advance

of such work, and providing available project contact persons at the site and by phone during construction hours.

- The approved plan shall be available and/or posted at the site for the duration of construction.
- 2. Revise the Street Improvement Plans and/or Civil drawings to show the elimination of two on-street parking spaces along the eastern curb of Roosevelt Way NE closest to NE 66th Street after approval from SDOT to improve visibility.

During Construction

The following condition(s) to be enforced during construction shall be posted at the site in a location on the property line that is visible and accessible to the public and to construction personnel from the street right-of-way. If more than one street abuts the site, conditions shall be posted at each street. The conditions will be affixed to placards prepared by DPD. The placards will be issued along with the building permit set of plans. The placards shall be laminated with clear plastic or other waterproofing material and shall remain posted on-site for the duration of the construction.

- 3. To mitigate construction noise, the hours of construction activity shall be limited to non-holiday weekdays² between the hours of 7:30 a.m. and 6:00 p.m. To shorten the overall construction time frame, construction will be allowed on Saturday between the hours of 9:00 AM and 6:00 PM on a contingent basis. Allowing Saturday construction activity will be contingent on an approved mitigation program for the duration of construction. DPD may disallow Saturday construction if the required mitigation program does not sufficiently mitigate construction impacts on Saturdays. This condition may be modified by DPD to allow work of an emergency nature or allow low noise interior work after the exterior of the structure is enclosed. This condition may also be modified to permit low noise exterior work (e.g., installation of landscaping) after approval from DPD.
- 4. In order to minimize adverse impacts, construction workers will be required to park in the below grade garage as soon as it is constructed for the duration of construction, make efforts to carpool or utilize off-street parking lots.

For the life of the Project

- 5. All delivery truck maneuvering must be provided on site to prevent congestion and/or queuing on the surrounding streets. Large trucks shall enter the truck loading area on NE 67th Street from Roosevelt Way NE and exit to 12th Avenue NE so that they are properly oriented to back into the loading dock. Deliveries must be scheduled to prevent congestion and queuing on surround streets.

Signature: _____ (signature on file) Date: April 13, 2006

Jess E. Harris, AICP, Senior Land Use Planner
Department of Planning and Development

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² New Year's Day, Martin Luther King Junior's Birthday, President's Day, Memorial Day, July 4, Labor Day, Veterans' Day, Thanksgiving Day and Christmas Day.